1		GOVERNMENT OF THE VIRGIN ISLANDS OF THE UNITED STATES
2		OF THE UNITED STATES
3		PUBLIC SERVICES COMMISSION
4		
5		TER OF THE VIRGIN ISLANDS) VOLUME III of III
6		POWER AUTHORITY PETITION) IC SYSTEM RATE RELIEF) PSC DOCKET No. 678
7		
8		EVIDENTIARY HEARING
9		
10	Before:	KYE WALKER, ESQ., Hearing Examiner
11	Date:	Tuesday, October 24, 2019
12	Location:	Public Services Commission Barbel Plaza
13		St. Thomas, Virgin Islands
14	Time:	9:22 a.m 10:00 a.m.
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22		REPORTED BY:
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2	<u>A-P-P-E-A-R-A-N-C-E-S:</u>
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10	LAW OFFICE OF JOHN H. BENHAM, P.C. Attorney for PSC
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13	BY: Boyd L. Sprehn, Esq.
14	
15	<pre>PSC Staff Present:</pre>
16	Donald Cole, Executive Director Tisean Hendricks, Legal Support Specialist
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2		<u>I-N-D-E-X</u>		
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4	JAMSHED M	IADAN	PAGE	LINE
5	Redirect	examination by Mr. Sprehn	4	6
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7	LAWRENCE	KUPFER - REBUTTAL		
8	Direct Ex	amination by Mr. Hall	14	20
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12		E-X-H-I-B-I-T-S		
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14	Exhibit	Description	Page	Line
15	EE	E-mail Chain	9	17
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1	PROCEEDINGS
2	* * *
3	HEARING EXAMINER: We're back on the
4	record.
5	MR. HALL: Yes. I yield the witness.
6	REDIRECT-EXAMINATION
7	BY MR. SPREHN:
8	MR. SPREHN: Mr. Madan, in your
9	experience in regulatory proceedings, who bears
10	the burden of proof in establishing prudency?
11	MR. MADAN: It is the petitioner, the
12	utility.
13	MR. SPREHN: No further questions.
14	LAWRENCE KUPFER,
15	was recalled as a witness,
16	testified follows:
17	REBUTTAL - DIRECT EXAMINATION
18	BY MR. HALL:
19	MR. HALL: Mr. Kupfer, are you still
20	there?
21	MR. KUPFER: I am.
22	HEARING EXAMINER: Have you heard the
23	testimony of Mr. Madan?
24	MR. MADAN: Yes, I have.
25	MR. HALL: Is there anything you would

like to say in response?

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MR. KUPFER: Was that to the last question or to -- you asked a question, but I didn't hear an answer.

HEARING EXAMINER: The question is the WAPA bears the burden of establishing prudency.

MR. KUPFER: And I quess my first comment to that, I would like to know what sort of construction contract experience Mr. Madan has before I go on, but put that aside, yeah, I've got some comments on Mr. Madan's testimony. First, he spent a lot of time yesterday, I mentioned it again this morning, that somehow this petition we submitted showing the \$30.4 million deficit was related to the Vitol default notice, which was received on July 9. We have ready to submit into the record e-mails that show -- we had been working on the revised petition as early as late May. We submitted our original petition, which shows the \$55 million deficit which we felt we needed to submit a petition which, as Murray and Henry stated yesterday, that really gave us everything we think the Authority is entitled to. But as I expressed yesterday, we really that, you know,

these rates have a significant impact on the territory. So we wanted to go through that petition with a fine toothcomb and look for any areas we could look for savings.

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So we have an e-mail exchange between our municipal adviser, Jerome Cox, and Murray Hamilton, that's dated May 30th that references the sensitivities we're working on. The last page of that document is -- the document itself was created by Jerome Cox, again, our municipal adviser, and the handwriting is Murray Hamilton's, and there was further exchange as we've developed those sensitivities. So the supplemental petition we submitted had nothing to do with the Vitol default notice. Obviously, Vitol is an important vendor, and the rate case that we had submitted is really to ensure that we make up for loss revenue and we have expenses to cover all of our vendors, including leased generator vendors, including Vitol and including our debt service.

I would also like to spend a couple minutes just talking about the history of the rates we've been seeking with the PSC. So let me start out by saying that when we prepared our fiscal year '19 budget, we saw that we had a

\$45 million deficit. In reaction to that, we put together an austerity budget that basically cut that deficit to around \$30 million, a deficit that continues to this day. In reaction to that, we started preparing some surcharge type petitions, the first of which was prepared in August of 2018, and that petition consisted of three components. The first completed related to lost sales, which, again, continue to this day. The second component related to the under-recovery of leased generator charges, and again that's still an issue that exist until today. The third issue related to, we needed approval of rates related to the Community Disaster Loan that we had taken out. We needed to submit an additional bond test by the end of November to show to FEMA or Treasury whether we could issue senior bonds or whether we would have to roll over the BANs that were in place.

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Now, two parts of that petition, the loss sales to the hurricanes and the leased generator were put on hold until after the gubernatorial election. The third part related to the CDLs that were submitted to the PSC. It ultimately was not acted on, but at the end of the day, it was a moot point because we did not have the rates, as we do

not today, to support an additional bonds test.

So then in December, the two parts of the petition related to the lost sales and the leased generators were submitted to the PSC. And that was a fairly long and dragged out process, and as we know, we got part of what we were looking for with the leased generator surcharge which was three-cents a kilowatt hour. So we put that into effect in July of this year.

And again I would like to note that neither of those lost sales or the leased generator, none of that involved Vitol. So we got that 3-cents and, frankly, due to a decrease in price that we started to see in the fourth quarter of last year, we were able -- we have been able to scrape by with that additional 3-cents in the lower fuel prices that were currently considering.

So, while that petition for lease generation and loss sales was being considered, we submitted the overall base rate petition, which the PSC had been requesting for some time, and they actually made that a condition of receiving the loss generator surcharge because that petition needed to be submitted which, it was in May of this year. And then as I stated, we immediately

began working internally to do everything that we could to minimize the impact of the rates.

As was stated yesterday, we feel we're entitled to that \$55 million. However, we understand the impact that that would have on the territory. So, again, we worked very diligently to dwindle that request down to the 30.4. But I take strong objection to the inference that that was all in reaction to Vitol's Notice of Default. That is totally inaccurate. So I don't know if Boyd -- Sam, you have distributed that e-mail? But we would like to put that in the record.

MR. HALL: Yes. I would like this be marked.

MR. SPREHN: EE.

MR. HALL: EE.

(Deposition Exhibit No. EE was marked for identification.)

MR. MADAN: Another point I would like to make, Mr. Madan in his testimony yesterday again referred to our major maintenance line item in expense as if it was maintenance. We made it clear on Tuesday in testimony that that major maintenance line item covers the cost for our leased generators and our new Wartsilas O&M

agreement.

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The detailed schedules that are submitted by Brad Tallis clearly show that that is for leased generators and has nothing to do with maintenance. So, frankly, I was shocked when it was referred to maintenance again less than 24-hours after clarifying that situation.

Another surprising part of the testimony related to the fact that somehow propane wasn't saving us any money, but Mr. Madan went on to say that it had been suggested as early as 2003 that the Authority should look at propane. I don't know whether that's true or not, but I think it needs to be put on the record, is that with HOVENSA in operation, and as long as they were buying discounted fuel oil, propane would make no sense. Why if you're buying fuel oil at a price as I have shown is in line with propane, why would you invest in infrastructure to use propane? So, the Authority made the move to propane when HOVENSA closed, which was the appropriate time to move in that direction.

Another thing that there seems to be a lot of back and forth on is that 87 million that has been approved. There is no examination of the

related amounts. If you look at my Table I, which 1 was in my remarks, and I ask you to look at line 2 3 11, which is the Vitol infrastructure, which in the last rate case there's \$29.1 million for 5 infrastructure that's based on the \$87 million 6 number, what we're currently asking for is \$31.1 million. That's the \$2.1 million increase 7 that we feel we're entitled to under the existing 8 9 contract that's been approved by our board and a 10 contract that clearly shows there were going to be 11 adjustments in price. So, frankly, we've spent 12 the better part, it seems to me of two and a half 13 days talking about this \$2.1 million as if 14 everything centers around \$2.1 million, which is 15 not the case. Again, to me, this rate case centers around lost sales because of the hurricane 16 17 which have reduced revenues by some \$24 million, 18 an increase in leased generator cost of around 19 \$13 million, the Vitol cost increase of 2.1, the 20 O&M increase of 3.7, which I think we have made it 21 clear in the record that that is an annual amount 22 that adjust every year, and then finally increase 23 in debt service of \$4.4 million. So, to suggest 24 that everything revolves around Vitol is just not 25 So I wanted to get that onto the record.

MR. HALL: Thank you, Mr. Kupfer. We have a copy of the audit, the final draft. Can you speak to what it represents or what it states?

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MR. MADAN: Sure. So as Mr. Madan mentioned in the testimony yesterday, the initial audit that was completed, Vitol did not provide to the auditor access to some \$55 million in expenditures that were made by a subcontractor. Our response to Vitol was that if you look at the contract, the contract clearly states that any subcontractor has to abide by the same terms and conditions as the seller, which is Vitol. So, the seller, Vitol, is subject to audit and, therefore, the subcontractor is subject to full audit. Vitol agreed to that, and they made those -- some \$55 million of expenditures available for audit. What the Bert Smith report shows is that they have determined that there were eligible expenses of \$166 million, which is in excess of the current contract value of \$160 million. in our mind, the auditor confirmed that the contract amount of \$160 million was spent for the construction of the LPG and converted

facilities.

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MR. HALL: Mr. Kupfer, do you have an opinion as to whether the Vitol contract was prudent at the time it was entered into by the Authority?

MR. KUPFER: Again, I think as I've shown, the Authority was facing a 45 percent increase in its 2 oil cost when the refinery shut down. Long-term propane is a much cheaper commodity. HOVENSA and Lime Tree today are consuming propane as a low cost fuel that is readily available. It does not require the kind of special handling that L&G does. So, yes, I believe that that was a wise decision to go into propane. Again, I try to separate out the investment decision from a financing situation. The investment decision was sound. financing at the 10-year 15 percent is too short and too high, and we are making plans to address That will be depending on receiving this base rate petition approval.

MR. HALL: Will there be savings over the life of this project, and if so, can you give us an idea of what the magnitude would be?

MR. KUPFER: Yes. This is a long lived

1	asset. The Authority will have it for 20 to 25
2	years. And so yes, as we demonstrated
3	yesterday, the spreads in 2 oil versus propane
4	are very high because of all of the fracking and
5	other issues going on in the states that made
6	propane readily available. We've shown that
7	without propane, our LEAC would go up at
8	14-cents a kilowatt hour. That represents today
9	about \$75 million in savings of fuel. If you
10	back out the infrastructure cost of 40 million,
11	which are too high because of the 15 percent
12	interest in short-term, that still leaves some
13	35 million of savings for our customers which is
14	the 7-cents a kilowatt hour that I also referred
15	to yesterday. So, we expect, yes, those savings
16	to continue on for a very long time into the
17	future for the authority.
18	MR. HALL: Thank you. I yield the
19	witness.
20	REBUTTAL - CROSS EXAMINATION
21	BY MR. SPREHN:
22	MR. SPREHN: Mr. Kupfer, are you
23	familiar with the Virgin Islands Energy Act?
24	MR. KUPFER: I'm sorry, what?

MR. SPREHN: Are you familiar with the

1	Virgin Islands Energy Act?
2	MR. KUPFER: Yes.
3	MR. SPREHN: That Act requires fuel
4	diversification, does it not.
5	MR. KUPFER: I don't have it in front of
6	me. So if you could provide me a copy, I look
7	at it as more a requiring a renewable
8	standard over certain amount of time.
9	MR. SPREHN: Let's just address the
10	question of renewables. Has WAPA met any of the
11	requirements for renewable standards.
12	MR. KUPFER: For what year do you want
13	me to comment on?
14	MR. SPREHN: Pick one.
15	MR. KUPFER: Why don't you give me one
16	and tell me what the standard is.
17	MR. SPREHN: Right now, 30 percent.
18	MR. KUPFER: No, we are not meeting
19	30 percent. What year is that for?
20	MR. SPREHN: 2019.
21	MR. KUPFER: You're asking, or are you
22	telling?
23	MR. SPREHN: I'm telling you.
24	MR. KUPFER: No, we have not met that.
25	MR. SPREHN: Prior to when was the

1	Vitol contract substantially completed?
2	MR. KUPFER: I believe we said November
3	of 16th for St. Croix and January of 17th for
4	St. Thomas.
5	MR. SPREHN: Prior to 2016, was WAPA
6	still reliant on fuel oil as its energy source?
7	MR. KUPFER: Say that again.
8	MR. SPREHN: Prior to 2016 when the
9	Vitol project came online, was WAPA still
LO	entirely reliant on fuel oil for its energy?
11	MR. KUPFER: Prior to what year?
L2	MR. SPREHN: 2016.
L3	MR. KUPFER: Well, I know we had net
L 4	metering customers. So, I think that answer is
L5	no.
L 6	MR. SPREHN: Other than net metering
L7	customers, was there any, I should say let me
L8	qualify that. Did WAPA obtain more than
L9	5 percent of its power from renewable sources or
20	other than fuel oil?
21	MR. KUPFER: In what year?
22	MR. SPREHN: 2016, we're still there.
23	MR. KUPFER: I doubt it, but I don't
24	have the figures in front of me.
25	MR. SPREHN: Nothing further.

MR. HALL: Nothing further.

HEARING EXAMINER: Okay, there are no additional questions, Mr. Kupfer, from the counsel. I have one question about the audit. In the reports, this would be -- if you can take a look at the auditor's statements addressed to the board of directors, it has the title on the page, is Independent Accountant's Report. And then the third paragraph reads, Vitol did not provide adequate supporting documentation for infrastructure cost totaling 12,323 -- \$12,023,411. Vitol also did not provide a signed management representation letter. Does this finding have any impact on, one, your petition in the base rate case or, two, your negotiations with Vitol?

MR. KUPFER: A couple things. The

12 million referenced is really above the 166

that was confirmed. Vitol is of the opinion

since amounts in excess of 160 million have been

confirmed, there's no need to confirm additional

amounts because that is the \$160 million -- the

contract is based on \$160 million. Vitol has a

rep letter that they are looking at right now.

In fact, I just got an e-mail from them. So, we

1 expect we will get that rep letter today. 2 HEARING EXAMINER: So this doesn't 3 change your position at all with regards to this base rate case or your negotiations with Vitol? 5 MR. KUPFER: No, because again the 6 infrastructure cost of 31.2 million is based on 7 the current contract amount of 160 million. HEARING EXAMINER: Okay. 9 MR. KUPFER: Again, the auditor 10 confirmed 166 million. I believe that Vitol 11 could provide additional documentation. 12 However, in order to provide that, they would 13 require that we increase the contract amount 14 above 160, and I don't think that's something we 15 want to be doing. So, no, it has no impact on 16 the base rate petition. 17 HEARING EXAMINER: Okay. During the 18 testimony I think of Mr. Thomas, I'm not sure if 19 you were here for that, there was some 20 discussion about what was described as automatic 21 rate adjustments. Are you familiar with that 22 concept? 2.3 MR. KUPFER: Yes, I heard discussion of 24 it yesterday.

HEARING EXAMINER: With regards to the

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automatic rate adjustments, Mr. Madan also testified that such type of adjustments could be facilitated by the PSC. With regards to your anticipated, should you receive the base rate increase, you're anticipating renegotiation of the Vitol contract by the middle of 2020. Do you have a position on whether an automatic downward rate adjustment can be implemented?

MR. KUPFER: I think I said yesterday, we have no issues with an automatic adjustment, however, it should be based on something actually happening.

One of the issues we ran into and we continually run into with the LEAC is we build into the LEAC things that haven't happened yet.

And things are slipping like our Wartsila slipped a few months, the Aggreko slipped a few months.

That creates difficulties having, you know, rates that aren't supported by what's happening in reality. Nobody is happy when projects slip, but these did. Yeah, we would be happy to see automatic adjustments, but it has to be contingent on what's supporting the rate reductions to be actually in place and those final results in line with what, you know, had been forecasted.

1	HEARING EXAMINER: Okay. Those are all
2	the questions I have. Any other questions from
3	counsel?
4	MR. HALL: I have none.
5	HEARING EXAMINER: Are there any other
6	witnesses?
7	MR. HALL: Yes. Just briefly want to
8	authenticate the FTP site. Akeyla, come
9	forward.
10	MR. SPREHN: I'm sorry. I was
11	sidetracked. You're calling
12	HEARING EXAMINER: He is calling this
13	witness to authenticate the FTP site.
14	MR. SPREHN: Okay, for that limited
15	purpose? Okay.
16	MR. HALL: Right. Ms. Christian, I'm
17	gonna show you what's marked as Exhibit FF for
18	identification. Ms. Christian, do you recognize
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20	MR. SPREHN: Actually this will be FF.
21	You gave us an e-mail EE.
22	MR. HALL: I had it EE as and changed it
23	on the others but not on that.
24	HEARING EXAMINER: Mine says FF.
25	MR HALL: You recognize that?

1	MS. CHRISTIAN: Yes, I do.
2	MR. HALL: What do you recognize it to
3	be?
4	MS. CHRISTIAN: This is the index of all
5	the stuff that were placed on the FTP site and
6	in the binders provided to the PSC under
7	consultants, in addition to an index of the jump
8	drive that was provided.
9	MR. HALL: Going to hand you a jump
10	drive and ask you whether you're familiar with
11	the preparation.
12	MS. CHRISTIAN: Yes. This is just a
13	copy of everything that was placed on the FTP
14	site and on the jump drive and in the binders.
15	MR. HALL: I would like to tender that
16	and we will have another copy made for Sprehn,
17	and I would tender that for the record.
18	MR. SPREHN: I could make it simpler.
19	If you give it to me now, I will just simply
20	copy it.
21	MR. HALL: Here you go. I'll take the
22	jump drive.
23	HEARING EXAMINER: Thank you. Any other
24	witnesses?
25	MR. HALL: No other witnesses.

1 HEARING EXAMINER: So, let's discuss the 2 scheduling order moving forward. The record 3 remains open. The public has up until 5:00 p.m. 4 on October 25th to provide written testimony 5 regarding their positions on the requested base 6 rate increase. What is currently scheduled now 7 is that the stenographer, that will be Ms. Hill and Ms. Setorie to deliver expedited transcripts 8 9 of both evidentiary and public hearings by 10 November 1st, 2019. Ms. Hill, are you able to 11 do that. 12 MS. HILL: Going to try. 13 HEARING EXAMINER: So, I will amend the 14 scheduling order. Well, is there any objection 15 to giving the stenographers some more time to 16 prepare the transcripts? 17 MR. HALL: Not from me. 18 HEARING EXAMINER: None from you, 19 Attorney Sprehn? 20 MR. SPREHN: No. 21 HEARING EXAMINER: So, November 1st was 22 a Friday. How about November 6, is that 23 sufficient? 24 MS. HILL: Yes. 25 So we're going to HEARING EXAMINER:

1 extend that deadline to November 6th. Currently 2 counsel for PSC and counsel for WAPA is 3 scheduled to submit proposed findings of fact and conclusions of law on November 8th. 4 5 imagine that counsel will need additional time 6 after receiving the transcripts. 7 MR. SPREHN: Yes. HEARING EXAMINER: How much time do you 8 9 think you all need? 10 MR. HALL: Is the 8th -- can we have 11 until the Monday. 12 HEARING EXAMINER: Attorney Sprehn, are 13 you fine with following Monday November 11th. 14 MR. SPREHN: Putting on my calendar 15 right now. Receive on Tuesday, November 5th --16 HEARING EXAMINER: Wednesday, November 6th is the deadline for the 17 18 stenographers. 19 MR. SPREHN: I would much prefer the 20 14th, given other events on my calendar. 21 will be Thursday the 14th. 22 HEARING EXAMINER: The PSC hearing is 2.3 scheduled for December 3rd. The 14th, and then 24 I believe Thanksgiving weekend begins the 21st. 25 The 14th gives me two weeks only after receiving your proposed reports. Currently you have about two weeks prior to receiving the transcripts and then you would be requesting another week, which would give you three weeks. And then it leaves me with two.

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MR. SPREHN: We have PSC meeting on the 12th, which makes that date difficult. The PSC meeting for the 13th I have been informed now has been canceled.

HEARING EXAMINER: Is the December 3rd meeting date of PSC set in stone?

MR. SPREHN: Not until the notice goes out.

MR. COLE: In accordance with the attendance of commissioners, that's the date that the chairman had requested. It's not set in stone.

myself until the 5th. So I would give counsel until the 14th, and then my report would be submitted on December 5th. Now, the record I'm going to allow the record to remain open until November 14th. The reason for that is a lot of the matters that were testified to in the evidentiary hearing involve prior orders of the

PSC, prior transcripts of the PSC, and as the parties are preparing their separate proposed findings of fact and conclusions of law, there may be other matters that I can take judicial notice of that may come up. So, with that, I am going to leave the record open for evidence up until November 14th.

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Now, in the proposed findings of facts and conclusions of law, in addition to the issues that the parties would address on their own, I want the following four issues to also be addressed. first one is whether WAPA can recover through rates the funding associated with amendments to the Vitol contract that were not previously determined by the PSC to be prudent, and those are just the amendments. I understand that there seems to be no dispute that the original Vitol contract was appropriately entered into. issue seems to be the amendments. So, that's definitely one issue that I want to have addressed. And if either of the parties argues that WAPA cannot recover through rates, the expenses associated with the amendments to the Vitol contract, then what additional steps are necessary to be taken to allow those amendments to be considered, whether that's a separate prudency proceeding, whether the hearing examiner, myself, could consider whether those amendments are prudent as part of my report and recommendations in the current base rate case.

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Number two, to the extent that there was testimony that seem to indicate that the PSC has already in some fashion denied WAPA the ability to collect through rates, any of the expenses associated with the amendments to the Vitol contract, so with regards to that testimony, I need the parties to, one, indicate whether that's an accurate statement. In order words, has the PSC at any time denied any request by WAPA to collect through rates the expenses associated with those amendments to the contract. And if so, if there's an Order or something out there, or testimony in a transcript or something that establishes that the PSC in the past has denied rates tied to the amendments to the contract, then the parties would need to answer the question, or that party would need to answer the question as to whether the hearing examiner in this case can consider that issue, that issue being whether the expenses associated with the amendments can be

recovered through the instant request for base rate relief. I anticipate that the parties would address any issues concerning waivers. In order words, if there was a decision by the PSC that denied a request to recover rates associated with the amendments to the contract, did WAPA waive its ability to do so by not either moving to reconsider that decision or not appealing that decision.

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Third, I think I've already addressed that, can I as a hearing examiner conduct a prudency analysis in my report and recommendations, or is that outside the purview of my scope.

And finally, I would like the parties to address the potential and the logistics associated with tying an automatic rate adjustment in the form of a decrease that would be tied to the renegotiation of the Vitol contract as indicated by WAPA. And if so, what parameters would trigger that automatic rate adjustment. For example, what conditions would have to be included in the renegotiation that would automatically trigger the downward decrease in the base rate should the PSC grant the base rate relief requested by WAPA. I

1	will memorialize all this in an order. Any
2	questions for me?
3	MR. SPREHN: Not at this time. Thank
4	you.
5	HEARING EXAMINER: Thank you, everyone.
6	So, we have completed the evidentiary hearings,
7	we've completed the public hearings, and I'll
8	issue an updated scheduling order.
9	[Hearing concluded.]
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REPORTER'S CERTIFICATE I, Desiree D. Hill, Registered Merit Reporter, do hereby certify that the above-named meeting was taken by me by machine shorthand and represents the official transcript of said meeting; and that said transcription is true and correct. In witness whereof, I have hereunto subscribed my hand. Desiree D. Hill, RMR